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agreement except as one organ establishes substantial dominance over the other, or a party boss lords it over both.

It is a matter of regret Professor Munro did not give larger space to state government. Three-fifths of the volume (388 pp.) is devoted to the national government including the chapter on English and colonial origins, while but 247 pages are devoted to state and local government, of which but 147 pages deal with state government. In this compression of the treatment relating to state government in favor of the national system the author follows the established textbook practice. The result is that the springs of political development, the laboratories of experimentation, the rich experiences, the substantial services and the important problems in the field of state government are not given the consideration they deserve. Not only does this impair the value of the book from the standpoint of balanced instruction in American government, but it operates to discount state government in the minds of the student and the general reader. Happily for teachers who wish to deal with this field more fully excellent supplementary text material is available.

For the purposes of the book the treatment of local government is adequate in proportion. Two chapters are devoted to rural and four to city government. The latter reflect the excellence of the author's former studies in the municipal field and constitute the best condensed treatment to be found in any one volume work dealing with the American system as a whole.

The typographical work and apparatus of the book are satisfactory. There are some errors, e.g., the use of the word *committees* for *countries* in describing the treasury department on page 133. Viewed as a whole, however, Professor Munro's book not only fulfills expectations of merit as regards content and make-up but is distinctly superior to any other now available for the teaching of American government.

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Government Organization in War Time and After. By W. F. WILLOUGHBY. (New York: D. Appleton and Company. 1919. Pp. 370.)

For years to come the action of the United States in meeting the many problems of administration that confronted it in the prosecution of the great war will furnish a wealth of material for the political scientist

and the economist, and all who are interested in public affairs. Much of this material lies buried in masses of unpublished papers and records. Much more has not yet been intrusted to paper and will become public property only when the principal figures in the war administration at Washington write their memoirs. This process has indeed already begun. But meanwhile some one must make a beginning in the study of the operation of the war administration, and no one is more fitted to do this than the director of the Institute for Government Research.

Mr. Willoughby conceives the task of war time administration as one primarily of mobilization. He surveys in turn the mobilization of science, of publicity agencies, of finance, of industry, of trade and transportation. He surveys also the mobilization of food, of fuel, and of labor. But he makes no mention of fighting men, nor of munitions and supplies, except for the work of the aircraft production board. In short he has left the war and navy departments completely out of his book, as well as the commission on training camp activities and the Red Cross. However, there is more than material enough for a book without them.

Dr. Keppel in a striking introduction to the volume observes that "it is more than a record and comment upon the happenings of the last two years. It is a valuable collection of state papers." Here the reader and teacher will find well-chosen extracts from the principal acts of Congress and executive orders, relating to war administration, and useful summaries of those not quoted.

In general the organization and powers of the various civilian war agencies are duly described, although some important activities are inadequately treated, such as the thrift campaign of the war savings committee and the work of Mr. Leonard Replogle, the steel administrator. The comparatively little critical comment is judicious. For the most part information was lacking, at the time this book was written, upon which the results accomplished by the various agencies could be justly appraised. In such a work errors in names and dates are inevitable. Those which have come to the reviewer's attention are trivial. The volume is a much needed introduction to the study of the administrative agencies created during the war and will be invaluable to all teachers of American government.

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